DOCUMENT RESUME

ED 251 543 UD 023 923

TITLE Ohio Department of Education. Division of Equal Educational Opportunities. Special Edition, December 1983.

INSTITUTION Ohio State Dept. of Education, Columbus. Div. of Equal Educational Opportunities.

PUB DATE Dec 83

NOTE 35p.

PUB TYPE Reports - General (140)

EDRS PRICE MF01/PC02 Plus Postage.

DESCRIPTORS Black Students; Black Teachers; Desegregation Litigation; Desegregation Methods; Elementary Secondary Education; *Enrollment Trends; *Racially Balanced Schools; *School Desegregation; School Statistics; *Teacher Distribution; Voluntary Desegregation

IDENTIFIERS *Ohio

ABSTRACT

Two reports describing Ohio's efforts in the last 15 years to desegregate the public schools and provide quality education for all are presented in this document. In the first report, Ohio's increasing involvement in desegregation is traced and practices that have effectively reduced racial isolation or eliminated segregation in Ohio's schools are examined. Successful strategies in both court-ordered and voluntarily desegregated school districts are detailed by district. Supplementary data on fruitful strategies used in Michigan and Wisconsin are also provided. In the second report, the racial changes in student enrollment and teacher placement in Ohio during the past decade are illustrated statistically. Changes that have occurred during the past five years in school districts identified as having racially isolated buildings (buildings with a minority student enrollment proportion that is 15% higher or lower than the proportion of minority students in the district's total enrollment) are also delineated. Three tables and fifteen graphs are provided, all demonstrating the decrease in racial isolation statewide. Appendices present: (1) maps giving county data on black enrollment and black teacher placement, comparing school years 1968/69 and 1981/82; and (2) "Racial Politics in Public Education," a keynote speech presented by Leonard B. Stevens to the State-Wide Desegregation Conference, Columbus, Ohio, April 13, 1983. (RDN)

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OHIO DEPARTMENT OF EDUCATION

DIVISION OF EQUAL EDUCATIONAL OPPORTUNITIES

SPECIAL EDITION DECEMBER, 1983

THIS ISSUE

THE DEPARTMENT VIEW
ROBERT W. EVANS

FEATURED ARTICLES
SUCCESSFUL DESEGREGATION STRATEGIES: OHIO LEADS

THE RACIAL DE-ISOLATION OF OHIO'S SCHOOLS

NOTES AND QUOTES

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THE DEPARTMENT VIEW

Racial isolation and desegregation have been policy matters for the State Board of Education for the past fifteen years. The board unanimously adopted its "Resolution of Equal Educational Opportunities" on May 13, 1968. On June 12, 1978 it reaffirmed and expanded that resolution. Now, five years later, the board maintains its position and commitment to the concept of race free educational opportunities in all Ohio Schools.

On March 10, 1980 the state board adopted "A Guide for School Districts on Constitutional Provisions, Assessment Procedures and Monitoring Activities Pertaining to Racial Isolation." Subsequent to that action the Division of Equal Educational Opportunities has provided technical assistance, made site visitations, and collected plans and data relating to desegregation and racial isolation in Ohio's schools. That information is shared herein.

For a number of years, particularly during the seventies, Ohio was the focal point of desegregation litigation. Significant case law and precedents have been established through Ohio cases. Significant voluntary strategies have also been developed and implemented in a variety of Ohio school districts. This document describes and shares those efforts to erase racial isolation and provide quality integrated education for all Ohio pupils.

This document is not offered as a definitive history of desegregation strategies in the state. However, several organizations and agencies deserve mention in any recitation of the events of the past fifteen years. Major contributors to most cited districts would include the Joint Select Committee on School Desegregation; KEDS Desegregation Assistance Center at Kent State University; and the Division of Equal Educational Opportunities, Ohio Department of Education. The motivation, resources, training, support and development of many of the described systems have their root with these and other agencies.

This document illustrates again that no single solution to a complex issue is possible. A wide variety of approaches have been successfully used in Ohio school districts. The data illustrates how far we have come and how far we still have to go.

Robert W. Evans

Robert W. Evans
Assistant Superintendent

SUCCESSFUL DESEGREGATION STRATEGIES: OHIO LEADS

Introduction

In 1968, the Ohio State Department of Education issued a policy statement directing "specific effort on the part of all school districts to find ways to move toward the solution of the problems of segregation." In the ensuing 15 years, the department redirected itself to that resolution, a commitment which has enabled Ohio to maintain its position in the vanguard of desegregation activity in the United States for the past decade and a half. Ohio's active involvement in public school desegregation is illustrated by the state board's resolution, state legislation and funding, and highlighted by a variety of successful strategies and programs initiated by school districts throughout the state. It is the purpose of this report to trace this state's increasing involvement in the desegregation process and to examine those practices which have proven successful in reducing racial isolation or eliminating segregation in Ohio's schools. To aid in the analysis, a brief description of two neighboring states' approaches to desegregation will be included as well.

On the federal level, litigation concerning the issue of segregation dates back to *Plessy v. Ferguson*.[1] Decided by the United States Supreme Court in 1896, the "separate but equal" doctrine remained intact until 1954 when, in *Brown v. Board of Education*, the high court held "separate" schools to be inherently unequal. The following year, the Supreme Court, in a second *Brown* decision, mandated school authorities to proceed with "all deliberate speed" in dismantling dual school systems, a mandate which was largely ignored until 1968 when the court spelled out specific actions for authorities to take in eliminating segregation "root and branch."

To a great degree, Ohio has been a testing ground for refinement of the Supreme Court's interpretations of the Equal Protection Clause of the United States Constitution, which applies to the states through the 14th Amendment. This is largely due to the unique complexity of Ohio's demography. Whereas most states have either fairly homogeneous populations or sizeable minority populations located in but one or two urban areas, Ohio, with more urban areas than any other state except California, has sizeable minority populations in city, local and exempted village districts throughout its domain.[2] Nevertheless, neither the Ohio General Assembly nor the State Board of Education has abdicated the responsibility of assuring that public education is provided to Ohio residents in a nondiscriminatory manner.

In 1968, the State Board of Education adopted a policy statement directing that "in programs administered, approved, or controlled by the Department of Education, every effort shall be made to prevent and to eliminate segregation of children and staff by reason of race or color." In its Resolution on Equal Educational Opportunities, adopted in June, 1978, the State Board of Education, after reaffirming its 1968 policy statement, expanded and refined its desegregation objectives. This resolution directed the State Department of Education to accomplish three things: I. To prepare a "comprehensive analysis of the evolving case law on discriminatory practices and remedial plans for dissemination to the school districts of the state;" II. To "prepare an assessment instrument designed to identify discriminatory practices which have or continue to effect the contemporary racial imbalance within elementary or secondary schools;" and III. To "prepare a plan to monitor schools for the purpose of identifying and correcting any segregation caused by action or inaction of local school officials." In response, the Department of Education prepared and the State Board of Education approved "Equal Educational Opportunities in Ohio Schools: A Guide for School Districts" in March of 1980. This guide is composed of three sections which correspond to the three parts of the 1978 resolution. The first section deals comprehensively with the evolving case law on the issue of public school desegregation, and includes a synopsis of a school district's action found by the courts to be suggestive of segregative intent. The second section details procedures for local districts to use in identifying schools which may be unlawfully segregated; it also identifies nine elements which a viable plan for the elimination or reduction of racial isolation should contain. Finally, the second section deals with applicable sanctions in the event of noncompliance, as determined by the State Board of Education. The third section of the guide is a checklist of monitoring activities to be used by districts before, during, and after the implementation of their plans to reduce racial isolation or alleviate segregation.

In keeping with its pledge to exert its fullest powers in working towards desegregation in Ohio's public schools, the State Board of Education in its "Mission for the 80's" statement, delineated specific state and local activities and objectives to be accomplished in the fulfillment of that goal. At the state level, the board's statement emphasized the leadership role of the State Department of Education in providing technical assistance in the development, assessment and monitoring of plans for the reduction of racial isolation to eliminate the effects of past or present *de jure* segregation. One element of the state's technical assistance specifically defined by the mission statement was the development and publication of this report to identify practices school districts in Ohio and elsewhere have successfully employed in the reduction of racial isolation and the elimination of *de jure* segregation.

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[1]Plessy case did not deal specifically with schools but rather with railway accommodations. Later, "separate but equal" became the legal standard for schools as well.

[2]December, 1978 Joint Select Committee on School Desegregation Report, page 3. Seventy-nine (79) of 88 counties have significant numbers of minority students.

As early as July of 1968, the Ohio State Department of Education established the Office of Equal Educational Opportunities for the sole purpose of providing technical assistance to desegregating school districts. In April of 1977, the office was expanded into a full-fledged division with three consultants. Serving as consultants to local public school districts concerned with enhancing equality of educational opportunity, staff members of the Division of Equal Educational Opportunities assist, upon request, in the development of programs and plans to aid school districts in every phase of the desegregation process. A list of areas in which DEEO may provide assistance includes the following:

1. Planning for the implementation of plans to eliminate or reduce minority group isolation.
2. Assessing future needs for desegregation plans.
3. Developing strategies to meet the needs of desegregation plans.
4. Training educational personnel involved in developing or carrying out desegregation plans.
5. identifying educational problems that arise as a result of the implementation of desegregation plans.
6. Developing procedures to prevent racial discrimination in employment practices, including hiring, assignment, promotion, transfer, termination and payment.
7. Developing procedures to prevent racial discrimination in student assignment *within* the district, including ability grouping.
8. Developing nondiscriminatory disciplinary procedures.
9. Meeting the civil rights related compliance requirements.
10. Developing methods of encouraging *all* students to participate in extracurricular activities.
11. Identifying race stereotypes in curriculum materials.
12. Development of methods of encouraging student, parent, and community support for, and involvement in, the race desegregation process.
13. Development of human relations activities designed to facilitate racial harmony in public schools.
14. Identification of federal, state and other resources that would assist in coping with educational problems occasioned by racial desegregation.

The Division of Equal Educational Opportunities has conducted many desegregation-related workshops and conferences on college campuses and in school districts. The division has published guides to multicultural literature and maintains a mini-library and resource center containing an extensive collection of desegregation-related literature.

Prior to the 1982-83 school year, the division provided considerable technical assistance to districts preparing and implementing desegregation proposals federally funded under Title VI, the Emergency School Aid Act (ESAA). The purpose of ESAA basic funding was to help school districts defray the costs of developing and implementing school desegregation plans. Emergency School Aid Assistance/State Education Agency (ESAA/SEA) technical assistance funds were used to encourage school districts to voluntarily reduce or eliminate minority group isolation and to meet the special needs incident to the elimination of discrimination in schools. ESAA funds were considerably reduced and combined with other categorical funding into an educational block grant.

State funds to support and encourage voluntary, school board-initiated desegregation became available in 1979 with the passage of Amended Substitute House Bill #204.[3] The Division of Equal Educational Opportunities is responsible for administering these funds and assisting local school boards in the adoption and implementation of plans for their use.[4] The Ohio General Assembly appropriated $524,286 for the 1982-83 school year for school districts voluntarily desegregating their schools. These funds served the needs of 8,687 students in twelve different school districts. Furthermore, the legislature vested in the State Board of Education the power to enforce applicable laws and regulations through the withholding of state funds.[5] The board, in its 1978 resolution, affirmed its intent to employ "every means available" to assure school district compliance with applicable laws and regulations.

Thus, Ohio's legislature as well as the State Board of Education and the Department of Education remain fully committed to the task of assuring equal educational opportunities in the public schools. As the remainder of this report will demonstrate, much has been accomplished in desegregation in Ohio. However, legislators and educators alike recognize the vital imperative of remaining vigilant to assure that progress continues.

Successful Strategies

In its continuing effort to keep abreast of the latest developments in desegregation strategies, the State Department of Education has garnered information from various states. The following highlights of the activities in two states, Michigan and Wisconsin, will supplement a more detailed description of Ohio's successful desegregation strategies.

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[3]This program now bears the acronym EMAP for Educational Mobility Assistance Program.

[4]To be eligible for these funds, school districts must have a district minority enrollment of between 25% and 75% and adopt a plan for reducing racial isolation through the transfer of not fewer than 50 students in the district. Districts may use these funds for a variety of activities other than transportation, including student recruitment for voluntary transfer programs, community relations projects, staff training and student assessment and orientation.

[5]"Resolution on Equal Educational Opportunities" adopted by State Board of Education, June 12, 1978.

Michigan

In 1977, the Michigan State Board of Education developed and adopted guidelines[6] in response to a need for a state level policy to deal directly with the problem of racial isolation in Michigan schools. The purpose of these guidelines, according to the state board, is to provide a basis for voluntary action by districts in the correction of the inequities of racial segregation. Virtually identical to guidelines employed by Ohio's State Board of Education, the intent of the Michigan guidelines is to insure that individual school buildings are not racially identifiable, and do not differ significantly from other buildings in the district.[7] Within an allowable range of deviation, each building must, in other words, mirror the racial composition of the entire district of which it is a part. This specific statistical deviation is a variation of 15% above or below the student percentage for that racial category in the district as a whole. In other words, once the racial composition[8] of the district as a whole has been determined, an individual building is racially identifiable or racially isolated if its racial composition varies more than ± 15% from the district-wide percentage.

As of 1978-79, 39 school districts in Michigan had racially isolated schools and were so notified by the State Department of Education. Of these, six were under court orders to desegregate, 16 were in litigation or "interaction" with the Justice Department or Office of Civil Rights, three were granted exemptions due to special situations and 14 had no plan to alleviate racial isolation. It was the latter districts which were directly affected by the guidelines. These 14 districts had a total of 80 racially isolated buildings.

The *Staff Reports for the Second Annual Report on Status of Racial Isolation in Michigan Schools 1980* divided the districts affected by the guidelines into four categories: I. Plan Completed. II. In Developmental Process. III. Educational Exceptions. and IV. No Action Planned at This Time. Only districts in the first two categories are relevant to the discussion at hand, and the plans devised by these 12 districts can be divided according to the basic methods they employed. First, at least one district used school closings as its plan for compliance with the guidelines. That is, it simply identified racially isolated schools and closed those individual buildings. The redistribution of the students from the closed buildings resulted in a better racial balance in all the schools involved. Secondly, several districts reassigned students to different buildings, transporting them within the system to accomplish integration. One plan called for the busing of 126 white students and 59 black students. In its report the district noted that this plan, for them, involved little additional cost or change of scheduling, since nearly all of the children rode buses to school anyway. The plan did not change the buses which the students rode; it altered only the destination of the buses. Thirdly, a few districts achieved compliance with the guidelines by altering their attendance boundaries. At least one utilized a boundary-study committee composed of a cross section of district residents to aid in the redetermination of the boundaries. One district, in addition to redefining boundaries, developed a community center in one racially isolated building which offers a variety of community programs for people of all ages. The purpose of the center is to foster a multicultural awareness among students as well as community residents.

Wisconsin

In 1976, the state of Wisconsin, partially in preparation for the resolution of Milwaukee's decade-old desegregation suit, enacted legislation providing state financial aid for school districts to carry out voluntary as well as court-ordered desegregation. Sometimes referred to as the Conta Act,[9] Wisconsin's Chapter 220 is both an inter- and intra-district transfer model with two basic provisions.

The first provision requires the formulation of a planning council in each school district within the state.[10] These councils each composed of school board members, a school district administrator and a school district resident, make recommendations to their school boards regarding their participation in inter-district transfers to promote cultural and racial integration. This part of the program is voluntary and the school boards and planning councils are not required to engage in inter-district transfers. Furthermore, both districts involved must contractually agree before an inter-district plan may take effect. Likewise, individual (intra-district) transfers are voluntary and do not require council recommendation.

The second provision is the financial incentive portion of the legislation. For inter-district transfers, the law allows the sending district to continue to count the transferee as one pupil enrolled for state aid computation purposes. The receiving district is entitled to receive the full cost of the transfer student's education from the state and is entitled to 1.2 times the full cost, if the total number of transferees constitutes five percent or more of its resident enrollment. In addition, inter-district transportation costs are fully funded by the state.[11] For intra-district transfers, each transferred student counts as 1.325 for state aid purposes, but the district itself is liable for the full cost of transportation.

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[6]*Guidelines for Providing Integrated Education Within School Districts.*

[7]The guidelines require the computation of separate percentages for elementary and secondary buildings.

[8]Racial categories include Blacks, Hispanics, American Indians, Asian Americans and Whites.

[9]So named after its sponsor, State Representative Dennis Conta, who introduced the bill in January, 1975.

[10]The statute specifically applies to school districts "lying wholly or partially within a county having a population of 500,000 or more."

[11]Normally, Wisconsin pays slightly more than half of the district's transportation costs.

The Wisconsin approach is but a springboard from which true integration may or may not evolve. In his report "Metropolitan Desegregation in Wisconsin, Chapter 220 After Three Years," William J. Kritek expresses cautious optimism regarding the principal-staff acceptance of and dedication to the true integration of their buildings. One high school, involved in the program four years, developed various social and academic support programs to combat the resegregation which occurred after the school's statistical desegregation.

While Wisconsin's financial incentive program is certainly a legitimate effort towards achieving desegregation, it can have only passing interest for a local district outside Wisconsin which wants to find a satisfactory plan for the integration of its schools However, as noted earlier, the state of Ohio also provides financial incentives for voluntary desegregation. And, until recently, funds available through the federal Emergency School Aid Act (ESAA) enabled local districts to create programs and implement voluntary desegregation strategies as well. These state and federal funds have provided the financial backbone for the creative and successful desegregation plans employed voluntarily by numerous school systems in Ohio. In addition, such funds have been vital to the success of the court-ordered remedies in the three Ohio cities under court-ordered desegregation.[12]

Court-ordered Desegregation Districts

Cleveland City

In the fall of 1980, the Office of Administration of Desegregation for the Cleveland Public Schools established the Department of Educational Services to oversee the implementation of the educational components of the court-ordered remedial desegregation plan. These components were funded by nearly $4 million in ESAA grants and were prepared and administered by the Department of Educational Services.

The affirmative reading component included the installation of reading labs in high schools and middle schools. The counseling, student training and career guidance component offered such student guidance and training activities as a motivational desegregation program for eleventh and twelfth graders, student leadership training, and a pilot elementary guidance program designed by volunteer elementary teachers.

One very important aspect of the Cleveland system's remedy was its staff development management process, called "staff led teams." Composed of one staff member for each 100 students, the staff led teams were to "assure that all of the practices which promote successful education in a desegregated setting were taking place in their school building and that all practices which deter or impede such education are eliminated and to conduct or secure training as is necessary to meet that purpose."[13] The staff led teams accomplished their task by planning and conducting training sessions for all school personnel in such areas as developing classroom management skills, building positive attitudes towards school, improving student attendance-achievement, recognizing and appreciating cultural differences, maximizing parental involvement in the educational process and reducing any disproportion of suspensions and corporal punishment among students of different racial or ethnic backgrounds. The staff led teams not only identified training needs for school personnel, but also initiated other activities to improve the overall interpersonal, organizational and instructional climate of the school and conducted evaluation of the training. Another innovative aspect of Cleveland's plan was the development of the Fail/Safe and Alternative Learning Centers. The goal of these centers was to disrupt the vicious cycle of academic failure due to excessive unexcused absences. As alternatives to suspension, the centers provided an opportunity for students with excessive absences to make up classwork, receive individual help in the basic skills and participate in individual or group counseling sessions. The centers were staffed by certified school personnel and college students and were open every Saturday of the school year. Referral by the student's school principal was required and make-up work was completed according to assignments provided by the home school classroom teacher. The home school classroom teacher was responsible for evaluating and determining credit for work done. A half day's attendance at the center was the equivalent of a full day of classroom attendance. Parental involvement was a crucial element of this plan. Parents were required to sign the principal's referral form and were responsible for their child's transportation to and from the center. Finally, parents were encouraged to come to the center with their child.

Columbus City

Court-ordered, system-wide desegregation likewise began in Columbus City Schools in 1979 after the United States Supreme Court upheld the district court's order for a system-wide remedy in the case of *Penick v. Columbus Board of Education*. Years before the implementation of the court-ordered desegregation remedy, Columbus City Schools had instituted a voluntary transfer program geared to improve racial balance. Called simply the Columbus Plan, this program was designed to promote voluntary transfers of pupils from one school to another for educational and racial balance purposes. The Columbus Plan did not significantly balance the schools.

The plan developed by the Columbus City Schools in response to the district court order was implemented quietly and successfully in September, 1979. The hallmark of the plan was the emphasis

[12]These cities are Cleveland, Columbus and Dayton.

[13]Page 5, Staff Development Guidelines brochure, Cleveland Public Schools.

placed upon maintaining free and open channels of communication between educators and the community during the pre-implementation period as well as after this first phase. Prior to the start of school in the fall of 1979, information panels, open to all, met weekly at various locations to identify and deal with previously unforeseen problems. Parents of transferred students were encouraged to ride the buses the first day of school. A public information office was established to develop and disseminate detailed information about the desegregation plan in an efficient and effective manner. It also sought to maintain two-way communication channels to encourage feedback. For example, question and answer brochures were developed by the public information office and disseminated as needed and newsletters were sent regularly to various employee groups to maintain external communication.

The importance of school-community communication was not forgotten during the succeeding years. Project CLASS, funded through the ESAA program, contained a community-liaison subcomponent whose major goal was to improve school-community relations, especially in the noncontiguous areas. Activities by school staff in this subcomponent included visiting and working with community service agencies, visiting each child's home, and conducting parent meetings at neighborhood sites.

Pupil support services comprised another high priority element of Columbus' desegregation plan. The student support sub-component of the ESAA funded CLASS project was developed to deal with the increased demand for pupil services which often accompanies desegregation. The major goal of student support was to help students with discipline problems, high absence rates and poor grades adjust to a different school. Pupil support centers located in each middle school provided direct counseling and support to such students. In addition, a variety of student development plans were implemented to assist in other areas of student life. For example, another sub-component of ESAA funded Project CLASS was the student activity sub-component which was directed at increasing high school students' participation in extracurricular activities. Furthermore, the students' safety throughout the desegregation process was assured through the adult crossing guard component of the ESAA funded portion of the program.

The staff's analogs to the student support component of the plan were the teacher assistance subcomponent of Project CLASS and the staff development/human relations component of the program funded by ESAA. The major goal of the teacher assistance element was to meet instruction-related needs identified by school staff; assistance was provided in the form of classroom visitations, follow-up activities and exposure to a variety of materials and techniques to improve instruction. The staff development/human relations component provided inservice training programs focusing on the improvement of discipline practices; a Teacher Expectations and Student Achievement Program (TESA) was also implemented under the staff development component, as were various other inservice training programs, all aimed at helping personnel work most effectively in newly desegregated situations.

Curriculum development was another vital element of Columbus' desegregation plan. A reading intensification project received high priority. This project was aimed at individualizing instruction so as better to meet the wide range of student ability and achievement levels found in each classroom due to the desegregation remedy. Full-time reading resource personnel, continuous inservice training, direct building level assistance and an augmented supply of supplementary reading material all helped Columbus to meet the goals of its reading development program.

A second crucial element of curriculum development was multicultural curriculum development. Funded by ESAA, the purpose of this component was to help teachers develop skills in conducting multicultural instruction so they could make the cultural experiences and contributions of various groups an integral part of the everyday activities of their schools.

ESAA funds permitted the Columbus schools to accomplish two further goals under the court-approved desegregation remedy. An affirmative action component of the ESAA program generated a mechanism for increasing the number of qualified black teachers in the system for the purpose of affording positive role models to the entire student population. A desegregation monitoring component permitted internal monitoring and evaluation of the implementation of the court-ordered plan. Part of the monitoring plan included the establishment of the bi-racial information panel to identify and help resolve unanticipated problems.

Dayton City

In 1979, the United States Supreme Court upheld a U.S. Court of Appeals order for a system-wide desegregation remedy in Dayton. The Supreme Court held that the Dayton School Board had an affirmative responsibility to see that pupil assignment policies and school construction and abandonment practices were not used to perpetuate or reestablish a dual system. To aid in the implementation of its court-ordered plan, the Dayton School District received ESAA funds. For the 1981-82 year, the city used these funds to implement a three-pronged desegregation project. The goal of the first prong was to provide counseling services, in the form of six counselor/aide teams, for students in the fifth through tenth grades who had a high rate of absenteeism and/or incidents of inappropriate behavior. As a result of this effort, the schools serviced by the counselor/aide teams were able to reduce their rate of absenteeism more than one percent per year and to reduce substantially the number of suspensions and expulsions as well.

The second prong, called the diagnostic and pre-

scriptive reading component, was aimed at improving 60% of the fifth through tenth grade students' reading scores by at least one year's growth. This goal was accomplished for three consecutive years with the help of six teacher/aide teams whose services were funded by ESAA.

The third prong, labeled the diagnostic and prescriptive math component, was similar in purpose to the reading component. Eight teacher/aide teams provided services for students in the fifth through tenth grade who had a math skills deficiency of one or more years. As in the reading program, students who previously were progressing at less than one-half year's growth per year increased their math skills in excess of one year for each year they were in the program.

Each of the school systems under court-ordered remedy has used magnet schools as part of its plan. Magnet schools are multiple-option alternative schools that meet the diverse needs of students. Examples of the types of magnet schools employed by systems in Ohio include the following: Montessori schools, schools of science, schools of the arts, aviation high schools, business careers centers, and health careers centers. While magnet schools can be an effective strategy in promoting desegregation they are a strategy which must be employed judiciously and in combination with other strategies. At least one study of effective school desegregation strategies, published by the Center for Education and Human Development Policy of Vanderbilt University, warns that voluntary desegregation plans relying on magnet schools alone are not effective in reducing racial isolation except in districts with small proportions of minority enrollment. The study concludes that while "magnet schools used as part of a mandatory plan can both reduce flight and racial isolation. . . . an unintended consequence of instituting magnet schools may be to stigmatize the non-magnet schools as inferior." The Vanderbilt Study recommends a strategy which enriches the curriculum in all schools over one that provides alternative academic magnet schools: "It seems desirable to offer college preparatory courses in all secondary schools in order to keep parents with high academic aspirations for their children in the public school systems, to avoid resegregation among schools, and to foster educational opportunities for all students."

Voluntarily Desegregated Districts

No less than 12 school districts in Ohio have instituted progressive, effective desegregation programs on a voluntary basis. All of these programs have had one common element that is crucial to their success — the availability of EMAP (Educational Mobility Assistance Program) and ESAA (Emergency School Aid Act) funds. The importance of these funds to the success of any district's voluntary desegregation plans cannot be overestimated. In 1982 alone, Ohio schools received a total of $8,845,000 in federal desegregation funding and $524,286 from state voluntary desegregation assistance funds (EMAP).

Although the expenditure of both ESAA and EMAP monies must follow certain guidelines, there is still a great deal of freedom for creativity; the individual district is responsible for molding its plan to fit the uniqueness of its situation. The flexibility of the program(s) is well illustrated by the diversity of ideas implemented by those districts involved in voluntary plans.

In the minds of many Americans, the term "desegregation" refers merely to the busing (transportation) of students from one school to another. As the diversity and creativity of the various academic plans to be discussed indicate, the physical aspect of desegregation plays a relatively small part in the achievement of truly integrated schools. Yet, because of the high visibility of the physical acts of desegregation, it is easy for them to become the focal point of controversy in the community at large. Despite this fact, many Ohio school systems have accomplished this first step in their voluntary desegregation plans peacefully and without disruption to the community or the academic process. Some districts have chosen to redistribute their respective student populations through redistricting or the restructuring of attendance zones.

Akron City

Akron City Schools used EMAP funds to underwrite a host of inservice training workshops. Some topics studied were the following: interaction and human behavior, cultural differences, learning modalities, guidance techniques for use in the classroom, criterion-based pupil observation checklist, guidance and counseling strategies, working with inner-city parents, teacher expectations and pupil behavior, and providing successful experiences for inner-city children.

Bedford City

Bedford City Schools, with the help of EMAP funds, also provided special academic services as part of their voluntary desegregation plan. Two additional, part-time reading specialists were hired to provide reading improvement services to students in need of remediation but not eligible for other programs. Bedford also used these funds to purchase a variety of materials and resources for use in the program. These materials and resources were instrumental in improving the quality of instruction to targeted students. The materials were selected to increase students' proficiency in the basic skills and to promote greater awareness of diverse cultures. Bedford City Schools, using EMAP funds, set up an inservice teacher training program with the goal of discovering fresh teaching methods and formats. Substitute teacher stipends and travel expenses were paid to selected kindergarten through eighth grade professional personnel who were released occasionally from their assignments to observe and

communicate with similar personnel in other school districts. The visiting teachers then engaged in dialogue sessions where they shared the various practices and their potential application in Bedford with co-workers.

Cleveland Heights/University Heights City

Two components in the Cleveland Heights/University Heights City Schools ESAA plan provided students with counseling. In the Guided Group Interaction Program, four specialists dealt with suspension and expulsion difficulties identified at the elementary and junior high levels. The purpose of the Development of Social Responsibility component was to create long-term developmental classroom strategies for working with redistricted students demonstrating disruptive behavior as a result of feelings of displacement. The overall focus of the program was on producing a more inner-directed and responsible student.

School-community relations was another area addressed by many Ohio schools in their voluntary desegregation plans. Under an ESAA grant, the Cleveland Heights/University Heights City Schools established a School Community Relations Program. A director and coordinator worked to build positive experiences and break down fears between black (minority) and white (nonminority) students during the implementation of their plan to reduce racial isolation. Their purpose was to serve as a liaison between the schools and the total community.

East Cleveland City

The East Cleveland school system, using ESAA funds, developed a continuous "in house"[14] teacher support and multicultural inservice program. Its goal was to increase the teachers' understanding of the value systems, language, aspirations and nonverbal behavioral characteristics of minority cultures and to instruct staff members on strategies for enhancing the self-concepts of their students. Curriculum specialists met with small groups of teachers initially to present information on various characteristics of minority cultures such as value systems, language, nonverbal activity level needs and reinforcement and feedback needs. Teachers and curriculum specialists then worked together to devise strategies for raising students' self-concept levels.

Greenhills-Forest Park City

In the Greenhills-Forest Park City School District, state Educational Mobility Assistance Program (EMAP) funds were used to develop an extensive competency-based program in math, language arts, reading and English in grades one through eight. A comprehensive set of objectives was developed at each grade level and critical skills were identified as minimum competencies at each grade level or course. Pre- and post-test mastery of 70% was required for each. Students with a mastery level of less than 70% were given a self-contained home study packet for that critical skill.

Each home study packet contained specific directions, three activities (each geared toward a different learner characteristic such as experience, intelligence, motivation, emotion-personality, creativity and sociability), an answer sheet, and a note for the parent to sign and return to school indicating the student had covered the materials and his/her readiness to take the post-test for that skill.

Greenhills-Forest Park City Schools employed an inservice program similar to the one adopted by the East Cleveland school system; its goals were increased achievement, increased positive behavior and increased communication among all portions of the school population. The program was structured around specific individual building needs, and supported by a staff trained in such affective areas as acknowledging and respecting personal needs of others, assessing personal value systems, creating a climate to promote the expression of feeling, and developing a variety of problem-solving techniques and instructional management strategies.

Jefferson Township Local

The Jefferson Township Local Schools, with the help of ESAA funds, developed an in-school suspension system as part of their effort to meet the needs of disruptive students. Cooling off sessions with counselors focused on airing out problems and working towards their solution as well as on the nurturing of a positive self-image. In the high school, peer tutoring was an effective tool for addressing the academic needs of students who had been retained in their courses or who were in danger of failing them. In a one-to-one situation, highly motivated independent-study seniors used work provided by the classroom teachers to tutor students with various academic needs. It is notable that within one year after the implementation of the in-school suspension program, suspensions at the junior high alone decreased 600 percent.

Jefferson Township Local Schools used inservice activities as part of their ESAA funded human relations program. Inservice sessions trained teachers and staff in ways to change behavior and attitudes, techniques for the development of basic skills in human relations, strategies and procedures for small group and individualized instruction, cultural heritage and cultural myths, ways to develop human relations materials geared to individual needs and ways to utilize human relations materials already available.

Jefferson Township Local Schools used ESAA funds to create a parent involvement program designed to strengthen cooperation between home and

[14]The program was "in house" in that it was started by outstanding teachers within the system.

school and to develop and maintain a spirit of partnership among parents, students and teachers. The overall objective of this program was to assist and support parents in their efforts to help their children at home in academic pursuits in general and reading and math in particular. Program consultants prepared school staff and key community representatives to aid in the achievement of program goals. The consultants, for example, developed take-home "prescription" materials in reading and math geared to individual student ability levels. The prescription materials were self-explanatory and were addressed to individual skill deficiencies. They included workbooks, educational games and reading lists of library books. Parents were encouraged to maintain contact with the coordinator and to discuss any problems with him/her. In turn, the coordinator provided parents with information regarding their child's progress in the basic skills.

Lorain City

The Lorain City Schools used EMAP funds to institute a student training program to improve writing skills and a staff training program to enhance learning skills. The student training program was a series of seminars conducted by dynamic, recognized leaders in such fields as the performing arts, sports, medicine, transportation, and social relationships. After each seminar, the students were required to react to what they had heard through a pre-writing activity, a writing exercise and a rewriting opportunity. The goal of the program was to provide information on the subjects addressed while inspiring students to work at improving their writing skills.

The staff training program was similarly designed; however, the staff's seminars dealt with subjects such as classroom management, discipline, student motivation and student learning styles.

The Lorain City Schools, likewise using ESAA funds, also designed a program which emphasized counseling services for students affected by the district's desegregation plan. Expressed goals of the Student Confidence Development Program were to help each student overcome negative attitudes and behaviors, build self-confidence, increase levels of self-direction, develop interracial and intercultural awareness and become more creative and self-expressive. To work toward the accomplishment of these goals, two certified staff members with training and experience in motivational strategies were assigned to serve, as needed, in the five elementary schools affected by the district's desegregation plan. These staff members provided individual group guidance services and assisted regular classroom teachers upon request. In addition, one home-school liaison and four educational aides made home visits as needed, arranged conferences and assisted teachers and students in the classroom.

Lorain City Schools also emphasized increased parental involvement as part of their voluntary desegregation plan. Parents were kept informed and provided with opportunities to increase their parenting knowledge and skills. In addition, an extensive communications program was developed to enhance school-community interactions through such strategies as a board-published, district-wide newspaper; a public opinion sampling that reflected the attitudes of the community; and regular "building cluster" meetings.

Mansfield City

The Mansfield City School District used EMAP and ESAA funds to finance an innovative outdoor human relations program. This program, serving over 1,400 fifth and sixth graders, provided challenging outdoor activities which necessitated physical togetherness-interdependence and promoted shared experiences and purposes among the students. Students from two different schools at a time participated two days in the fall, one day in the winter and two days in spring in such activities as the trustfall, beam canoeing, compass trails, pioneer digging, trapping, bird watching, cross-country skiing, Indian trailing, and rope conquering.[15] In addition to the interpersonal skills developed by this program, the students expanded their knowledge and appreciation of the outdoors.

A second component of Mansfield's ESAA funded voluntary plan provided first through fourth graders with an understanding of the contributions of various racial and ethnic groups to the fine arts. Guest artists involved the students in activities emphasizing the unique contributions of black, Anglo and Appalachian cultures to art, music and drama, and students themselves participated in art, drama and music activities requiring cooperation and positive interpersonal relationships for successful completion.

A third component of Mansfield's plan had as its objective staff development to support integration. This component's activities included workshops designed to help reduce the number of suspensions and expulsions at the secondary level in general and to reduce the disproportionate percentage of minority suspensions and expulsions in particular These workshops also sought to help teachers find and utilize multicultural curriculum materials for use in the basic subject area.[16]

Another set of workshops employed in connection with Mansfield City's voluntary desegregation plan gave elementary teachers training in the use of alternative educational environments. With this training, teachers were better prepared to meet the individual needs of students in desegregated schools.

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[15]In the trustfall, students learned to trust the others by being caught while falling from a stump. Rope conquering required students to complete a rope obstacle course suspended 25 feet above the ground.

[16]Multicultural materials were defined as those giving equitable representation to minority and nonminority persons.

Mt. Healthy City

The Mt. Healthy City School District used EMAP funds to focus on the reading needs of educationally disadvantaged students. An individualized reading program was developed and EMAP monies were used to purchase the necessary testing and instructional materials. The success of the program was demonstrated by an average NCE growth of 9.98 among participating students.

Shaker Heights City

Ohio's schools have used all of the methods endorsed by the U.S. Supreme Court for achieving desegregation: the restructuring of attendance zones, the restructuring of grades through "pairing" or "clustering" of schools, and the transportation of students. ESAA funds have played an important role in this area. For example, the Shaker Heights City Schools used ESAA funds to publicize their voluntary transfer program through newsletters, flyers, slide-tape shows and school tours and thereby increased public knowledge about the transfer of students between neighborhood schools. In addition, ESAA funds were used to develop methods of centralizing the registration of new students. The district discovered that registering all children at a central "neutral" location rather than at the neighborhood school promoted the choices available and increased voluntary transfers.

Springfield City

Many Ohio districts have implemented counseling programs to ease the difficulties some students experience during the transition to integrated schools. Springfield City Schools, for example, began a comprehensive guidance and counseling program for students participating in their voluntary transfer program. At two points during the year, students had individual conferences with counselors during which their attitudes toward their new school and its program were surveyed. Each survey was then analyzed to pinpoint specific needs to be addressed by counselors and staff. Such needs included the transferee's adaptability to the new school, his/her attitude, degree of academic success and discipline problems.

Warren City

The Warren City Schools made academic improvement the target of their voluntary desegregation plan. Federa' (ESAA) and state (EMAP) funds enabled Warren's schools to enhance their math curriculum, conduct a foreign language enrichment program for grades six through eight, organize an individualized reading program to provide individual and small group tutoring, and update social studies materials to enhance interracial and intercultural instruction.

Districts implementing court-ordered desegregation plans and those that are carrying out EMAP or ESAA supported voluntary plans are not the only ones seeking to eliminate segregated schools. Of 38 districts in which racially isolated buildings were identified in 1982, no fewer than 25 chose to alleviate their racial isolation problem without the assistance of either federal or state aid.

Although most of these 25 districts had only one or two racially isolated buildings and a small percentage of minority students, they demonstrated active commitment to the tenets of both the State Department of Education's mission and the EEO guide "Equal Educational Opportunity in Ohio Schools: A Guide for School Districts on Constitutional Provisions, Assessment Procedures and Monitoring Activities Pertaining to Racial Isolation" by implementing voluntary strategies to alleviate racial isolation. In several of the districts, the closing of a racially isolated building was a simple but efficient strategy. In others, attendance boundaries were altered to enhance racial balance, or a voluntary enrollment plan was implemented, usually in combination with the development of magnet schools or magnet programs. Some of the districts developed pairing or clustering plans in which, for example, all students in an area attended one of the paired schools through grade three and the other school through grade six. Other districts developed new schools in areas that would enhance racial balance. A variety of affirmative action plans, including multicultural classes and activities and cultural exchange programs of students and parents, rounded out the strategies used in these voluntarily desegregating districts.

The variety and extent of desegregation plans and activities in Ohio schools, as demonstrated by all of the foregoing information, testify to the fact that Ohio remains committed to desegregation both philosophically and programmatically.

THE RACIAL DE-ISOLATION OF OHIO'S SCHOOLS A TIME OF CHANGE

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INTRODUCTION

The purpose of the first part of this section of the publication is to statistically illustrate the racial changes in student enrollment and teacher placement that have occurred during the past decade. This will be a general review of the changes that have occurred. The comparisons will be for a 14-year period beginning with the 1968-69 school year and ending with the 1981-82 school year. The original data for Tables 1-6 was garnered from the article "Teaching and Learning in Racial Isolation in Ohio Schools" which was published in the June, 1970 issue of the *Mini Journal*. Robert O. Greer, then assistant superintendent for urban education, wrote the article in an attempt to "point up the serious concerns about equal educational opportunity in our public schools."

The second part of this section will concentrate on the changes that have occurred during the past five years in school districts that have been identified as having racially isolated buildings. These are buildings with a minority student enrollment proportion that is 15 percent higher or lower than the proportion of minority students in the district's total enrollment. All of the current data were obtained from the Division of Computer Services and Statistical Reports.

The comparisons illustrated on the tables and graphs that follow will clearly demonstrate the State Board of Education's commitment to reducing racial isolation in Ohio's schools and the leadership exercised by the Department of Education in operationalizing that commitment.

Part I

Table 1 depicts the changes in student enrollment and staffing during the past 14 school years. As illustrated by Table 1, both nonpublic and public schools had a relative increase in black student enrollment during this period with the largest increase occurring in the nonpublic sector. There was a .5% increase in the number of black professional staff in the public schools. The most significant gain was in the increased percentage of black administrative staff in the state's public schools. This increase was evident in each of the categories of cities, exempted villages and locals.

TABLE 1
STATE RECAP
Student Enrollment by Race
Instructional and Administrative Staff by Race

	Total		% of White Total		% of Black Total		% of Other Total	
	1968-69	1981-82	1968-69	1981-82	1968-69	1981-82	1968-69	1981-82
Nonpublic Schools								
Enrollment	366,353	253,123	95.7	90.4	3.1	6.9	1.2	2.7
Professional								
Instructional Staff	14,155	*	97.9	*	1.3	*	.8	*
Administrative Staff	*	*	*	*	*	*	*	*
Public Schools (Cities)								
Enrollment	1,445.366	1,111,128	80.2	76.5	18.9	21.5	.9	2.0
Professional								
Instructional Staff	62,247	55,838	90.2	88.8	9.5	10.7	.3	.5
Administrative Staff	5,030	4,384	94.2	85.9	5.5	13.6	.3	.5
Exempted Village								
Enrollment	110,213	94,905	97.7	97.3	1.5	1.1	.8	1.6
Professional								
Instructional Staff	4,668	4,681	99.7	99.3	.3	.6	.0	.0
Administrative Staff	274	304	100.0	99.3	.0	.7	.0	.0
Locals								
Enrollment	845,593	693,168	97.9	97.5	1.5	1.5	.6	1.0
Professional								
Instructional Staff	36,142	34,249	99.1	99.2	.7	.5	.2	.3
Administrative Staff	2,400	2,874	99.3	98.4	.4	.5	.3	1.1
Total (Public Schools)								
Enrollment	2,401,172	1,899,201	87.2	85.2	12.0	13.2	.8	1.6
Professional								
Instructional Staff	103,057	94,768	93.8	93.1	6.0	6.5	.2	.4
Administrative Staff	7,704	7,562	96.0	91.2	3.7	8.1	.3	.7

*Data Not Available

Table 2 is an analysis of enrollment by selected counties. The 17 counties listed had the largest proportion of black pupils during the 1968-69 year. The data for the 1981-82 school year indicates that the percentage of black students increased in 15 of those counties during the past 14 school years. Only Butler and Muskingum counties have experienced a decrease in black student enrollment during this period. Overall, there was a 1.5% increase in black student enrollment in these counties during this period. Cuyahoga and Hamilton counties experienced the largest increases in black enrollment. *Appendix A* breaks down the black student enrollment for all of Ohio's 88 counties for the 1968-69 and 1981-82 school years. *Appendix B* compares black student enrollment in each county as a percentage of total state enrollment for the same school years.

Table 2

Analysis of Enrollment by Selected Counties

County	Total Enrollment		% of White Total		% of Black Total		% of Other Total	
	1968-69	1981-82	1968-69	1981-82	1968-69	1981-82	1968-69	1981-82
Allen	25,976	21,613	88.1	84.3	11.5	14.5	0.4	1.2
Butler	51,663	47,255	92.7	93.3	7.1	5.9	0.2	0.8
Clark	36,817	28,267	88.9	88.2	10.9	11.1	0.3	0.7
Cuyahoga	339,842	204,507	70.7	60.8	28.3	36.3	0.9	2.9
Erie	19,749	15,873	89.8	87.8	9.5	10.5	0.8	1.7
Franklin	186,655	146,702	83.6	77.0	16.1	21.5	0.3	1.5
Hamilton	179,123	128,731	76.3	69.5	23.4	29.4	0.3	1.1
Jefferson	22,209	15,914	92.3	91.4	7.6	8.1	0.2	0.5
Lorain	62,314	53,220	85.6	82.7	8.7	10.6	4.6	6.7
Lucas	97,736	74,988	80.8	75.0	17.1	20.8	2.2	4.2
Mahoning	61,925	45,892	79.6	78.6	18.5	19.2	1.9	2.2
Montgomery	137,053	98,863	81.2	74.8	18.5	23.9	0.3	1.3
Morgan	2,945	2,764	93.9	92.6	6.1	7.2	0.0	0.2
Muskingum	19,827	17,629	94.7	94.7	5.2	4.8	0.1	0.5
Richland	33,049	25,116	92.4	90.1	7.2	9.0	0.4	0.9
Stark	84,327	71,267	91.4	90.7	8.4	8.7	0.4	0.6
Summit	127,903	90,382	87.2	83.0	12.6	15.9	0.2	1.1
TOTAL	2,401,172	1,828,346	87.2	84.9	11.9	13.4	0.8	1.7

Table 3 is a racial analysis of student enrollment in Ohio's 20 major cities. As the table illustrates, black enrollment increased 8.5% during a 14 year period. Nineteen of these 20 cities had an increase in black student enrollment. Only Middletown had a decrease in black enrollment. Cleveland Heights had the largest increase (43.8%) for a school district not under order to desegregate. The largest black enrollment increase in a district undergoing court-ordered desegregation was the 18.8% increase in Dayton.

Table 3

Racial Analysis of 20 Major Cities

City	Total Enrollment		White % of Total		Black % of Total		Other % of Total	
	1968-69	1981-82	1968-69	1981-82	1968-69	1981-82	1968-69	1981-82
Akron	58,589	37,502	74.0	63.5	25.8	35.3	0.2	1.2
Berea	16,692	10,588	98.4	95.1	1.1	3.1	0.5	1.8
Canton	21,977	13,758	79.8	73.2	19.6	26.2	0.6	0.6
Cincinnati	86,807	51,825	56.7	42.6	42.9	56.6	0.4	0.8
Cleveland	156,054	75,825	42.5	25.6	55.9	69.3	0.6	5.1
Cleveland Heights	13,261	8,852	97.2	52.1	1.9	45.7	0.9	2.2
Columbus	110,699	71,594	73.8	57.7	26.0	40.8	0.2	1.5
Dayton	59,527	33,065	61.5	42.2	38.3	57.1	0.2	0.7
Elyria	13,293	10,944	85.2	79.3	14.3	19.5	0.5	1.2
Hamilton	15,463	10,595	89.7	88.3	10.3	11.0	0.3	0.7
Kettering	15,744	8,761	99.5	97.9	0.2	0.5	0.3	1.6
Lorain	17,308	12,873	72.2	57.8	13.2	19.6	14.6	22.6
Middletown	14,072	10,391	87.1	86.8	12.8	12.7	0.1	0.5
Parma	25,089	14,930	99.4	97.8	0.0	0.5	0.6	1.7

Table 3 (Continued)
Racial Analysis of
20 Major Cities

City	Total Enrollment 1968-69	Total Enrollment 1981-82	White % of Total 1968-69	White % of Total 1981-82	Black % of Total 1968-69	Black % of Total 1981-82	Other % of Total 1968-69	Other % of Total 1981-82
South-Western	15,096	17,030	97.1	94.3	2.7	5.1	0.2	0.6
Springfield	18,410	11,956	78.5	73.9	21.3	25.2	0.2	0.9
Toledo	61,684	44,442	70.8	60.8	26.7	34.0	2.5	5.2
Warren	14,310	9,311	77.4	68.3	22.4	31.1	0.2	0.6
Willoughby	14,047	10,517	99.4	98.6	0.1	0.4	0.5	1.9
Youngstown	26,644	15,656	55.9	42.5	40.9	53.0	3.2	4.5
TOTAL	774,766	480,415	68.1	57.9	30.8	39.3	1.1	2.8

COMPARISONS OF EMPLOYMENT ISOLATION

Table 4 is a comparative analysis of administrative positions within Ohio's public school districts during a 14 year period. As denoted in the table, there was a 49.5% (1,296) increase in the total number of administrative positions during this period. There was a 1.6% increase in the number of black school administrators. Blacks held 4.1% of all administrative positions during the 1981-82 school year. There was an increase in all categories for black administrators with the largest increase occurring in the director/supervisor category.

Table 4
Analysis of
Administrative Positions

Position	Total # 1968-69	Total # 1981-82	White % of Total 1968-69	White % of Total 1981-82	Black % of Total 1968-69	Black % of Total 1981-82	Other % of Total 1968-69	Other % of Total 1981-82
Superintendent	726	722	99.6	98.9	0.3	0.6	0.1	0.5
Assistant Superintendent	285	270	98.6	96.7	1.4	3.0	0.0	0.3
Director/ Supervisor	1,177	1,954	96.1	92.6	3.8	5.8	0.1	1.6
Psychologist	429	967	95.0	93.5	3.7	3.9	1.3	2.6
TOTAL	2,617	3,913	97.2	94.3	2.6	4.2	0.2	1.5

Table 5 is a comparative analysis of instructional positions during the period between the 1968-69 and 1981-82 school years. Table 5 reveals that there was an 11.3% (11,676) increase in the total number of instructional positions during this period. Overall, there was a .9% increase in the number of instructional positions filled by blacks. The proportion of black professionals increased in all categories except that of librarian. The largest increase was in the percentage of black principals employed with a 4.4% increase during this period of time. *Appendix C* breaks down black teacher placement as a percentage of county totals for the 1968-69 and 1981-82 school years.

Table 5
Analysis of
Instructional Positions

Position	Total # 1968-69	Total # 1981-82	White % of Total 1968-69	White % of Total 1981-82	Black % of Total 1968-69	Black % of Total 1981-82	Other % of Total 1968-69	Other % of Total 1981-82
Principal	3,690	3,466	97.1	92.4	2.9	7.3	0.0	0.5
Assistant Principal	1,067	1,418	88.1	83.9	11.6	15.7	0.3	0.4
Classroom Teacher	92,403	97,472	93.8	93.3	6.0	6.3	0.2	0.4
Counselor	2,299	2,936	93.7	92.6	6.2	7.3	0.1	0.1
Librarian	1,685	1,758	93.1	94.8	6.8	4.9	0.1	0.3
Other Certificated	1,913	7,683	88.9	86.9	10.8	12.4	0.3	0.7
TOTAL	103,057	114,733	93.8	92.7	6.0	6.9	0.2	0.4

Table 6 is a comparative employment analysis of public schools in Ohio's eight largest counties during this 14-year period. All eight counties had an increase in the number of black administrative staff employed. The largest increase came in Cuyahoga county with a 13.3% gain. Also, all of the counties experienced an increase in the number of black instructional staff during this period with the largest increase of 2.6% occurring in Montgomery county.

Table 6
Employment Analysis in
Eight Large Counties

County	Administrative Staff Black % of Total 1968-69	Administrative Staff Black % of Total 1981-82	Professional Instructional Staff Black % of Total 1968-69	Professional Instructional Staff Black % of Total 1981-82
Cuyahoga	9.6	22.9	16.7	19.2
Franklin	6.4	12.1	7.6	9.8
Hamilton	7.9	15.0	12.5	14.1
Lucas	9.8	17.2	10.5	11.3
Mahoning	4.4	6.3	3.3	5.1
Montgomery	8.1	19.1	13.7	16.3
Stark	.9	2.5	2.2	2.4
Summit	5.3	6.4	3.7	5.4

Part II

RACIAL ISOLATION: FIVE YEAR COMPARISON OF RACIALLY ISOLATED DISTRICTS

As the following data will demonstrate, there was a significant decrease in the number of racially imbalanced school buildings and a consequent decrease in the number of isolated student populations during a five-year period between the 1978-79 and 1982-83 school year.

The data will be broken down into three categories: all districts, court-ordered districts, and voluntary districts. This was done to document the impact that court-mandated plans have had on the decrease of racial isolation. But it will also be evident that many districts have decreased racial isolation through voluntary means.

On June 12, 1978, the State Board of Education adopted a "Resolution on Equal Educational Opportunities." In part, this resolution encouraged all school districts to take "necessary and reasonable means to alleviate substantial racial imbalances which might be present among pupils or staff." Since the adoption of the above resolution, the Division of Equal Educational Opportunities has provided technical assistance to many of those districts that were identified as having racially isolated buildings. A racially isolated building is one which has a minority enrollment percentage that is fifteen percent (15%) higher or lower than the district's minority enrollment percentage. Minority enrollment is defined as all black and Hispanic students enrolled in Ohio's public elementary and secondary schools.

During August of 1981, Dr. Robert W. Evans, Assistant Superintendent of Public Instruction, contacted all of those districts with racially imbalanced buildings and informed them of their responsibility to conduct an assessment of contributory factors and to prepare an affirmative plan to reduce or eliminate the imbalance. DEEO staff members visited each of the districts identified. The purpose of the visits was to determine the degree of progress made toward assessment and plan development. Many of the districts visited had been implementing racial balance plans for several years while others were in the initial phases of the process. As indicated by the data, a substantial number of these districts have been pursuing courses of action to achieve racial balance in their schools during the past five years. The most successful strategies in reducing racial isolation apparently were those which involved the closing of buildings and the realignment of school attendance boundaries.

The tables and graphs that follow illustrate the decrease in racial isolation statewide. The statistical information is also broken down into two other categories. The first category is "court-ordered districts" and the second one is labeled "voluntary districts." The "court-ordered districts" are those that were required by federal courts to desegregate their schools. The "voluntary districts" are those that have, to a varying degree, taken the initiative in reducing racial isolation in their school buildings. The tables and graphs are broken down into five categories. They are as follows: number of district buildings (D-Bldg.), number of imbalanced buildings (IB-Bldg.), total district student population (D-Tot-Pop),

district minority population (D-Min-Pop) and imbalanced minority population (IB-Min-Pop).

Tables 1, 2, and 3 clearly document the significant change that has occurred in racially isolated districts statewide between the 1978-79 and 1982-83 school years. As indicated by Table 1, racially isolated districts had a 13.9% decrease (1,219-1,049) in the total number of buildings in actual operation during the five-year period. When broken down, the court-ordered and voluntary districts had a similar level of building attrition with a 20.9% (367-290) decrease and a 10.9% (852-759) decrease respectively. The data clearly indicate that the desegregation strategy of closing racially isolated buildings and placing affected students in a more balanced environment has been pursued in both court-ordered and voluntary situations.

TABLE 1

RACIAL ISOLATION

Five Year Comparison of Racially Isolated Districts
(Statewide)

	School Year				
	78-79	79-80	80-81	81-82	82-83
District Building(s)	1,219	1,172	1,109	1,090	1,049
Imbalanced Building(s)	636	481	306	307	290
District Total Population	699,971	661,411	627,993	604,203	597,531
District Minority Population	245,817	236,153	228,211	222,080	224,089
Imbalanced Building Minority Population	173,548	135,157	75,210	72,732	70,258

TABLE 2

RACIAL ISOLATION

Five Year Comparison of Racially Isolated Districts
(Court-Ordered Only)

	School Year				
	78-79	79-80	80-81	81-82	82-83
District Building(s)	367	344	316	314	290
Imbalanced Building(s)	287	160	40	44	39
District Total Population	221,219	202,583	185,887	176,241	177,810
District Minority Population	118,695	110,865	104,783	101,408	102,970
Imbalanced Building Minority Population	95,627	63,059	12,166	11,499	11,874

TABLE 3

RACIAL ISOLATION

Five Year Comparison of Racially Isolated Districts
(Voluntary Districts)

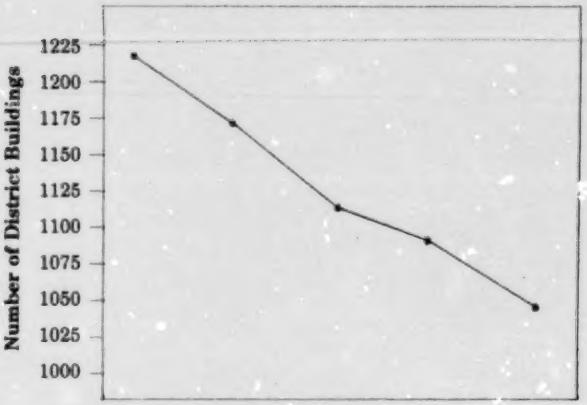
	School Year				
	78-79	79-80	80-81	81-82	82-83
District Building(s)	852	828	793	776	759
Imbalanced Building(s)	349	321	266	263	251
District Total Population	478,752	458,828	442,106	427,962	419,721
District Minority Population	127,122	125,288	123,428	120,672	121,119
Imbalanced Building Minority Population	77,921	72,098	63,044	61,233	58,384

Graphs 1, 2 and 3 further illustrate this phenomenon.

GRAPH 1

Racially Isolated Districts (1979-1983)

Number of District Buildings
(Statewide)

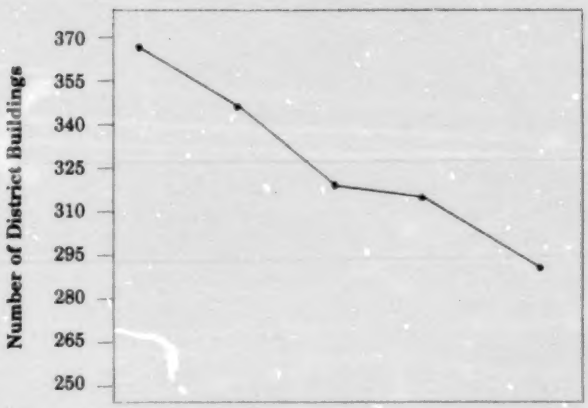


D-Bldg.	78-79	79-80	80-81	81-82	82-83
	1219	1172	1109	1090	1049

GRAPH 2

Racially Isolated Districts (1979-1983)

Number of District Buildings
(Court-Ordered Only)

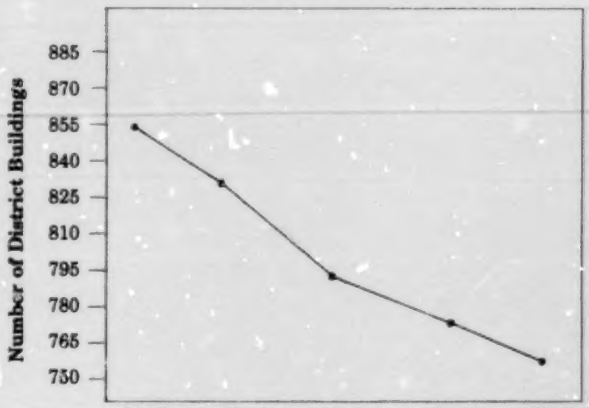


D-Bldg.	78-79	79-80	80-81	81-82	82-83
	367	344	316	314	290

GRAPH 3

Racially Isolated Districts (1979-1983)

Number of District Buildings
(Voluntary Districts)



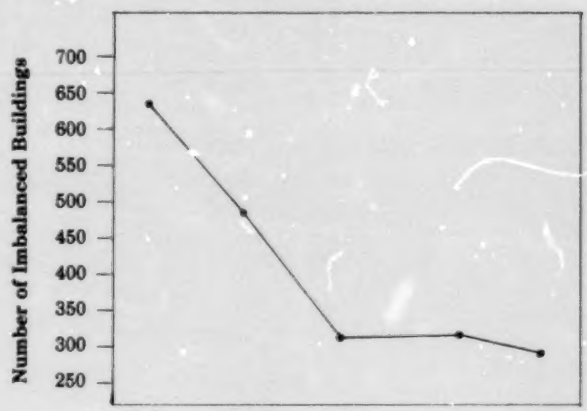
D-Bldg.	78-79	79-80	80-81	81-82	82-83
	852	828	793	776	759

When reviewing the category of "Imbalanced Buildings," we see that the number of imbalanced buildings in all racially isolated districts declined from 636 to 290 during that five-year period. This represents a 54.4% decrease. The court-ordered districts had a 86.4% (287-39) decrease while the voluntary districts had a 28.1% (349-251) decrease. Graphs 4, 5, and 6 clearly portray the difference.

GRAPH 4

Racially Isolated Districts (1979-1983)

Number of Imbalanced Buildings
(Statewide)

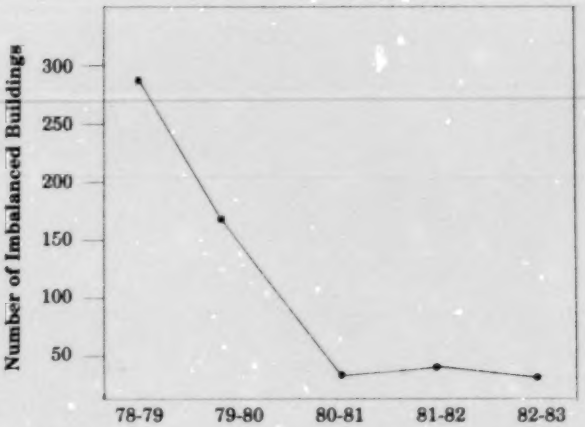


IB-Bldg.	78-79	79-80	80-81	81-82	82-83
	636	481	306	307	290

GRAPH 5

Racially Isolated Districts (1979-1983)

Number of Imbalanced Buildings
(Court-Ordered Only)

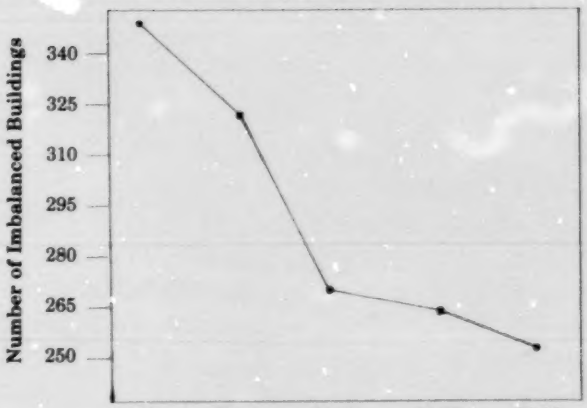


IB-Bldg.	SCHOOL YEAR			
78-79	**79-80**	**80-81**	**81-82**	**82-83**
287	160	40	44	39

GRAPH 6

Racially Isolated Districts (1979-1983)

Number Imbalanced Buildings
(Voluntary Districts)



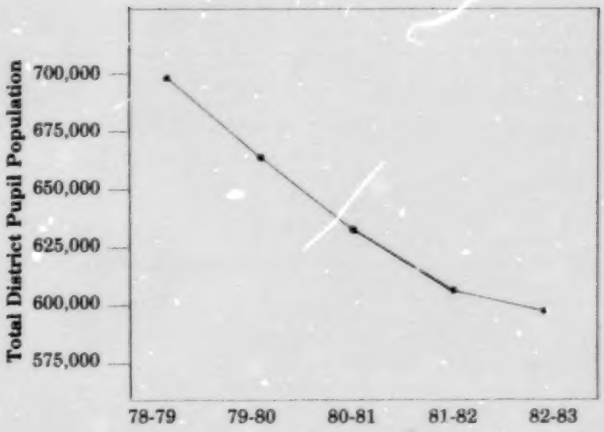
IB-Bldg.	SCHOOL YEAR			
78-79	**79-80**	**80-81**	**81-82**	**82-83**
349	321	266	263	251

Student population changes are illustrated on graphs 7, 8, and 9. For racially isolated districts statewide, there was an enrollment decrease of 14.6% (699,971-597,531) during this five-year stretch. The court-ordered districts had a 19.6% (221,219-177,810) drop while the voluntary districts had a 12.3% (478,752-419,721) decrease in enrollment.

GRAPH 7

Racially Isolated Districts (1979-1983)

Total District Pupil Population
(Statewide)

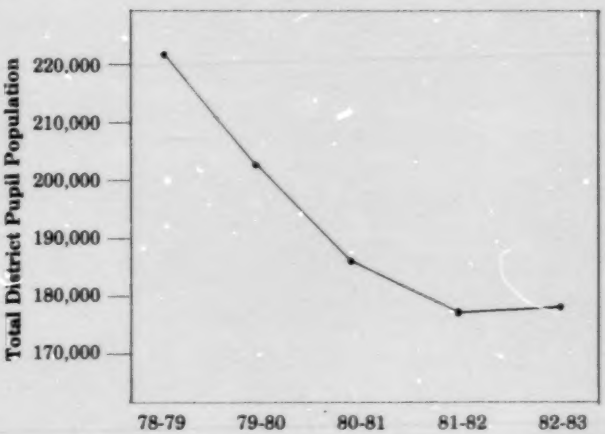


D-Tot-Pop	SCHOOL YEAR			
78-79	**79-80**	**80-81**	**81-82**	**82-83**
699,971	661,411	627,993	604,203	597,531

GRAPH 8

Racially Isolated Districts (1979-1983)

Total District Pupil Population
(Court-Ordered Only)

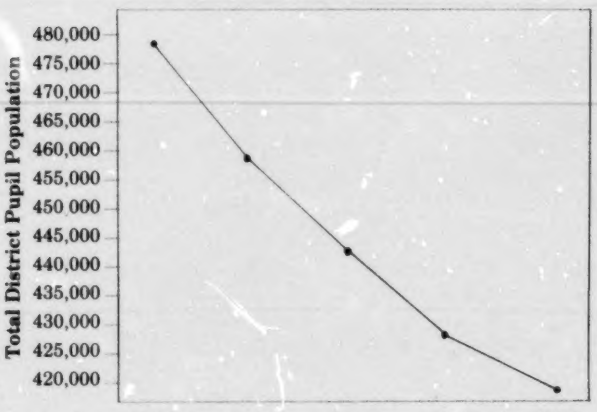


D-Tot-Pop.	SCHOOL YEAR			
78-79	**79-80**	**80-81**	**81-82**	**82-83**
221,219	202,583	185,887	176,241	177,810

GRAPH 9

Racially Isolated Districts (1979-1983)

Total District Pupil Population
(Voluntary Districts)

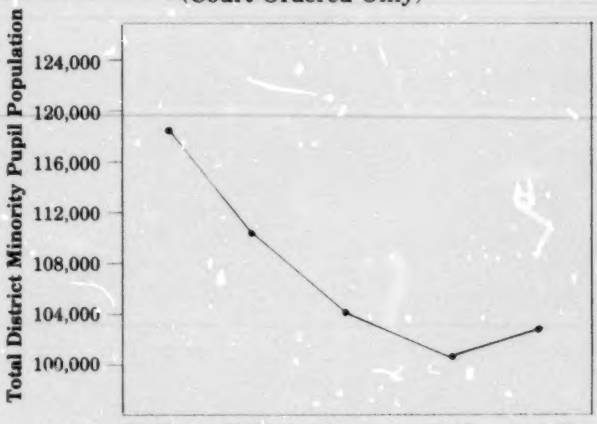


D-Tot-Pop.	78-79	79-80	80-81	81-82	82-83
	478,752	458,828	442,106	427,962	419,721

GRAPH 11

Racially Isolated Districts (1979-1983)

Total District Minority Pupil Population
(Court-Ordered Only)



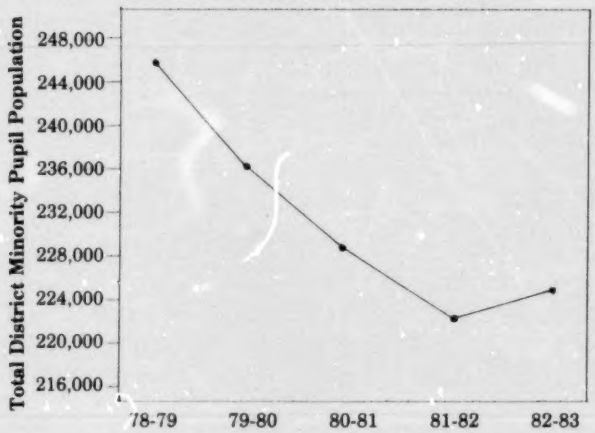
D-Min-Pop.	78-79	79-80	80-81	81-82	82-83
	118,695	110,865	104,783	101,408	102,970

Minority student population enrollment in racially isolated districts declined in both court-ordered and voluntary districts. Overall, there was an 8.8% (245,817-224,089) decrease in minority enrollment. Court-ordered districts had a 13.2% decrease while voluntary districts had a 4.7% reduction. These figures are illustrated in graphs 10, 11, and 12.

GRAPH 10

Racially Isolated Districts (1979-1983)

Total District Minority Pupil Population
(Statewide)

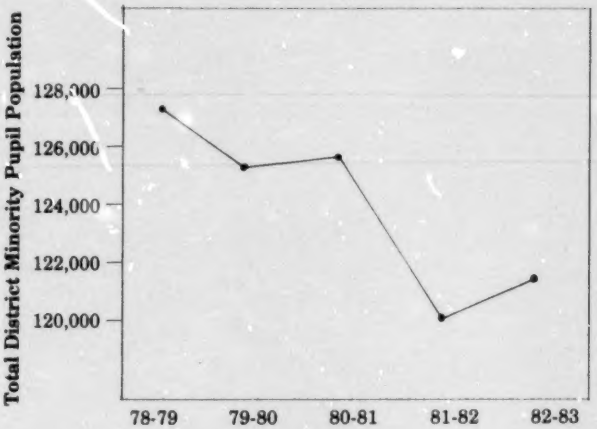


D-Min-Pop.	78-79	79-80	80-81	81-82	82-83
	245,817	236,153	228,211	222,080	224,089

GRAPH 12

Racially Isolated Districts (1979-1983)

Total District Minority Pupil Population
(Voluntary Districts)



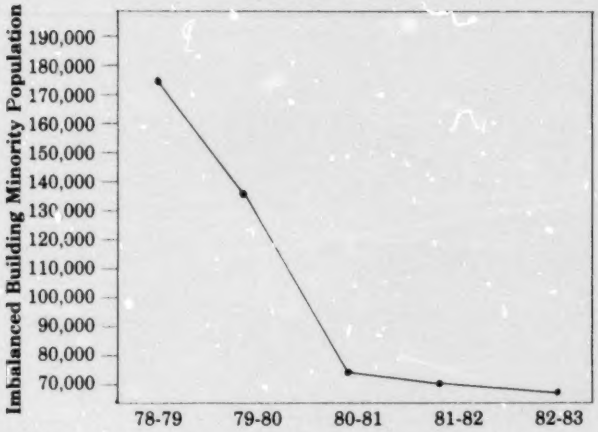
D-Min-Pop.	78-79	79-80	80-81	81-82	82-83
	127,122	125,288	125,428	120,672	121,119

Statewide, the number of minority students in imbalanced buildings declined 59.5% (173,548-70,258). The corresponding data for court-ordered and voluntary districts reflect a distinct difference between the two. Court-ordered districts had a 87.5% (95,627-11,874) abatement while voluntary districts experienced a 25.1% (77,921-58,384) reduction of minority students in their imbalanced buildings. Graphs 13, 14 and 15 illustrate these findings.

GRAPH 13

Racially Isolated Districts (1979-1983)

Imbalanced Building Minority Population
(Statewide)

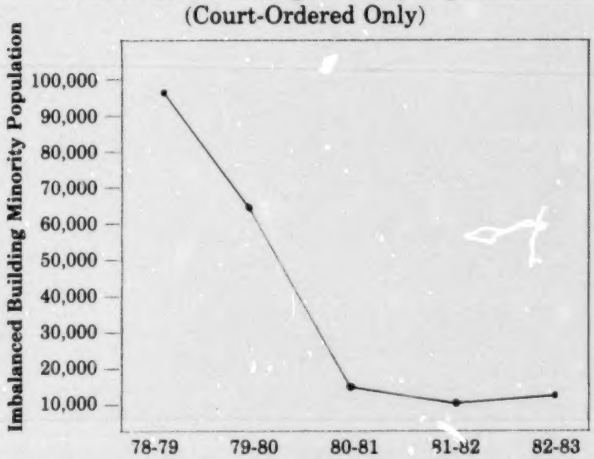


IB-Min-Pop.	78-79	79-80	80-81	81-82	82-83
	173,548	135,157	75,210	72,732	70,258

GRAPH 14

Racially Isolated Districts (1979-1983)

Imbalanced Building Minority Population
(Court-Ordered Only)

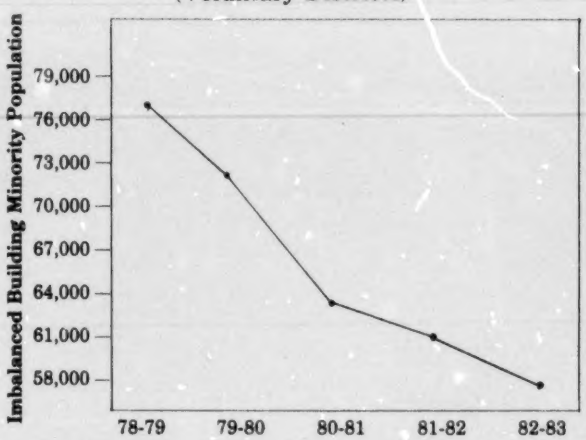


IB-Min-Pop.	78-79	79-80	80-81	81-82	82-83
	95,627	63,059	12,166	11,499	11,874

GRAPH 15

Racially Isolated Districts (1979-1983)

Imbalanced Building Minority Population
(Voluntary Districts)



IB-Min-Pop.	78-79	79-80	80-81	81-82	82-83
	77,921	72,098	63,044	61,233	58,384

The preceding statistical data clearly amplify the determination of many individuals and institutions to rid the state of racial isolation. Through court-ordered and voluntary actions, the number of imbalanced buildings has decreased 54%, bringing a corresponding decrease in the number of minority students in imbalanced buildings. This significant reduction has occurred within the past five years.

The Ohio Department of Education will continue its commitment to reduce racial isolation throughout Ohio. The Department endorses the statement made by Dr. Leonard B. Stevens in his keynote address at the Department's Statewide Desegregation Conference on April 13, 1983 that "school desegregation continues to be a wise objective not because it is popular, or cheap, or easy to accomplish, or never fails, but because it's better than the alternative." (Appendix D, p. 30). The Division of Equal Educational Opportunities will monitor all school districts identified as having racially isolated buildings, and will provide technical assistance in the development of plans to reduce or eliminate racial imbalances.

APPENDIX

A-1 BLACK ENROLLMENT AS A PERCENTAGE OF COUNTY ENROLLMENT
1968-69 SCHOOL YEAR 20

A-2 BLACK ENROLLMENT AS A PERCENTAGE OF COUNTY ENROLLMENT
1981-82 SCHOOL YEAR 21

B-1 BLACK ENROLLMENT IN EACH COUNTY AS A PERCENTAGE OF TOTAL STATE ENROLLMENT
1968-69 SCHOOL YEAR 22

B-2 BLACK ENROLLMENT IN EACH COUNTY AS A PERCENTAGE OF TOTAL STATE ENROLLMENT
1981-82 SCHOOL YEAR 23

C-1 BLACK TEACHER PLACEMENT AS A PERCENTAGE OF COUNTY TOTALS
1968-69 SCHOOL YEAR 24

C-2 BLACK TEACHER PLACEMENT AS A PERCENTAGE OF COUNTY TOTALS
1981-82 SCHOOL YEAR 25

D TEXT OF KEYNOTE SPEECH: RACIAL POLITICS IN PUBLIC EDUCATION,
Leonard B. Stevens, Director, Office on School Monitoring and Community Relations, Cleveland, Ohio 26

APPENDIX A-1

BLACK ENROLLMENT AS A PERCENTAGE OF COUNTY ENROLLMENT

1968-69 SCHOOL YEAR

23

APPENDIX A-2

BLACK ENROLLMENT AS A PERCENTAGE OF COUNTY ENROLLMENT

1981-82 SCHOOL YEAR

NUMBER OF COUNTIES WITH AN INCREASE
IN BLACK STUDENT ENROLLMENT: 43

NUMBER OF COUNTIES WITH A DECREASE
IN BLACK STUDENT ENROLLMENT: 32

APPENDIX B-1

BLACK ENROLLMENT IN EACH COUNTY AS A PERCENTAGE OF TOTAL STATE ENROLLMENT

1968-69 SCHOOL YEAR

25

APPENDIX B-2

BLACK ENROLLMENT IN EACH COUNTY
AS A PERCENTAGE OF TOTAL STATE ENROLLMENT

1981-82 SCHOOL YEAR

APPENDIX C-1

BLACK TEACHER PLACEMENT AS A PERCENTAGE OF COUNTY TOTALS

1968-69 SCHOOL YEAR

27

APPENDIX C-2

BLACK TEACHER PLACEMENT AS A PERCENTAGE OF COUNTY TOTALS

1981-82 SCHOOL YEAR

NUMBER OF COUNTIES WITH AN INCREASE IN BLACK TEACHER PLACEMENT AS A PERCENTAGE OF COUNTY TOTALS: 49

NUMBER OF COUNTIES WITH A DECREASE IN BLACK TEACHER PLACEMENT AS A PERCENTAGE OF COUNTY TOTALS: 19

APPENDIX D

TEXT OF KEYNOTE SPEECH

By
Leonard B. Stevens, Director
Office on School Monitoring & Community Relations
Cleveland, Ohio

To Ohio "State-Wide Desegregation Conference"
Columbus, Ohio

April 13, 1983

Racial Politics in Public Education

It is now socially acceptable, including in education circles, to be openly opposed to desegregation of the public schools. Indeed, as a matter of politics, it has become easier to avoid if not oppose school desegregation than to advocate it. To illustrate the point, consider how familiar are these well-circulated reasons for school administrators and school boards to steer well clear of efforts to racially desegregate schools:

Politically, the pressure to undo segregation in the schools is off. The Reagan Administration both molds and reflects the nation's mood, which is assertively anti-school desegregation. Unlike any other period since 1954, the schools with reasonable certainty now can expect little or no pressure from Government attorneys or civil rights officials to desegregate segregated schools — at least *not* via the type of law enforcement and mandatory plans that have caused the bulk of the school desegregation which has taken place since 1954. School desegregation simply is not a political imperative today, and the schools cannot help but notice the absence of pressure.

Locally, school integration has been pushed well down the priority list. In the typical school district these days, the attention of taxpayers and parents is riveted on school finance and management of declining enrollment. Finding sufficient funds and grappling with school closings and staff layoffs dominate the local school scene. In this climate, equity issues lose their position. It is difficult if not impossible, to find a sizeable and influential local constituency for race-related school issues, desegregation included.

Academically, the assumption that desegregation is the road to better education for students has lost much of its attractiveness. The educational results of desegregation, at least as measured by researchers and social scientists, has been so mixed — some positive results, some negative — that no convincing argument can be made that desegregation *invariably* will yield academic gains for *all* students, White and Black alike. Thus, with positive academic results not guaranteed, and with the political climate tilting toward conservatism and money scarce, common sense seems to suggest that the schools should not risk desegregation, at least not now.

Rhetorically, the anti-desegregation polemic is remarkably attractive — much more so than is the case to desegregate. Once the issue is reduced — as it has been — to busing for racial balance, the rhetoric against busing is constructed of slogans, populism, libertarianism, even patriotism.* In brief, on a rhetorical power scale, the case for busing is no match for the case against it, and the easier thing for school officials to do is to bend with the prevailing rhetorical winds.

All of this is to say that these undoubtedly are the most difficult days since 1954 for the schools to deal constructively with race-related issues, including segregation. At the same time, it is perfectly obvious that the schools still have race-related problems that demand attention and resolution. It should not be assumed that the wisest long-term course of action for the schools is to avoid desegregation and other equity issues, the present climate and

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*"I believe our society and its school systems should be colorblind; yet strangely enough, it is the proponents of court-ordered busing who insist that somehow black and white children can't get a good education unless they are mixed in careful proportions like chemicals in a laboratory test tube." (Congressman Ron Mottl, Ohio, p. 8**)

"How long will it be required that children in the United States be limited in the schools they attend because of their race and national origin?" (Prof. Nathan Glazer, Harvard University, p. 49**)

"Every citizen should strive to protect, preserve and re-establish the system of government which made this country great. Every citizen should strive *against* government by judiciary." (Joyce Haws, Director, National Association for Neighborhood Schools; from Cleveland *Plain Dealer*, 1/20/82.)

"What do you think about [money] spent on juggling children from one Community to another, all to fulfill the notion that to get a good, adequate, quality education, children must be homogenized racially?" (Cong. Henry J. Hyde, Illinois, p. 607**)

**Page references are to:

School Desegregation: Transcript of Hearings Before the Subcommittee on Civil and Constitutional Rights of the Committee of the Judiciary, House of Representatives, Ninety-Seventh Congress, First Session on School Desegregation, Fall 1981. Serial No. 26, p. 400.

current attitudes notwithstanding. Consider, however briefly, some of the realities that surround the schools — realities which should push the schools to deal with race and desegregation:

First, not only are the nation's public schools multi-racial already, but also they are becoming increasingly so.

• There are more minority students:

Public school enrollment nationally, 79% White in 1970, had dropped to 73% by 1980. During the same period, Black enrollment increased from 15% to 16%, Hispanic enrollment went from 5% to 8% and Asians and American Indians combined moved from less than 1% of school enrollment to almost 3%.

(Working Paper: *Desegregation of Black and Hispanic Students from 1968 to 1980*, prepared by Gary Orfield for the Joint Center for Political Studies, Washington, D.C., 1982, Table 10.)

• There has been an increase not only in the proportion of minority students but also in the racial mix in the schools:

From 1968 to 1980, Black students in schools with 90% to 100% minority enrollment dropped in the South from 78% to 23% and in the West, from 51% to 33%. In the nation as a whole 33% of Black students in 1980 attended schools which were 90%-100% Black, compared with 64% of their counterparts twelve years previous.

(Working Paper: *Desegregation of Black and Hispanic Students from 1968 to 1980*, prepared by Gary Orfield for the Joint Center for Political Studies, Washington, D.C., 1982, Table 2.)

• And, significantly, to add a cultural dimension to the desegregation issue, there are more Hispanics and non-English-speaking students in the schools:

Hispanics increased rapidly, from about one in 20 of the public school students in 1970 to about one in 12 in 1980.

(Working Paper: *Desegregation of Black and Hispanic Students from 1968 to 1980*, prepared by Gary Orfield for the Joint Center for Political Studies, Washington, D.C., 1982, p. 3

The practical meaning for the schools should be obvious: Since their students are racially and ethnically diverse, and more so each year, the schools cannot for long ignore such student differences, produce racially different academic results with its students, and expect no repercussions from groups that perceive themselves to be educationally short-changed. The climate may temporarily foster inaction, but the reality of the situation demands assertiveness and problem-solving.

Second, the nation itself increasingly is a racially and culturally diverse place; and the products of the schools, graduates and dropouts alike, thus inhabit a nation in which one-race enclaves are disappearing. All evidence of persistent segregation in housing and neighborhoods aside, there has been sufficient population movement and demographic change in recent years to have made all the large regions of the country home to diverse populations. It is less and less possible for high school graduates, White or Black, headed for jobs or higher education, to envision careers and lives among people only of their own race and background.

• Data from the 1980 Census shows a significant number of minorities (Blacks and Hispanics) in suburban areas: the suburbs of New York are 8% minority; the suburbs of Washington, 20% minority; the suburbs of Los Angeles, 38% minority.

(*New York Times*, 2/28/83.)

• Population movement is a nationwide phenomenon. Almost one in five persons in the United States in 1980 had lived in another county or state or abroad in 1975, just five years earlier.

(*New York Times*, 3/2/83)

• From 1970 to 1980, foreign-born residents of America, as a percentage of total population, increased from 42% to 54% in Miami, from 15% to 27% in Los Angeles, from 4% to 6% in Seattle, from 18% to 24% in New York, from 8% to 15% in San Diego, and from 3% to 10% in Houston.

(*New York Times*, 3/1/83)

Thus, the products of the schools, dropouts as well as graduates, enter a world of work and higher education that is at least bi-racial, perhaps bilingual and bicultural. To the extent that the schools neglect or refuse to prepare their students to deal with such racial and cultural diversity, the schools cultivate a dangerous form of intellectual narrowness and thereby contribute heavily to the culture shock that almost surely awaits their students immediately following their departure from school. If the ability to cope with the diverse environment in which one must live is not a basic life-skill, what is it?

Third, while school desegregation and racial equity in general are unpopular issues at the moment, the political tides are always moving, and it would be dangerous indeed for the schools to calculate that they will not soon be pressed again on racial and cultural matters. Who among us would have predicted in 1950 that 1954 would bring a new policy principle on school desegregation — or, in 1970, with school desegregation spreading northward, that 1980 would yield a U.S. Justice Department that counsels against mandatory desegregation plans? Those who would believe that the political tides will not shift again will likely be surprised.

Consider these signs that school desegregation is not a dead issue:

• The practicality of voluntary desegregation in large districts is about to be tested in St. Louis and Chicago. It is only reasonable to expect that failure to bring about the required desegregation will trigger more action in the courts. A close reading of the court orders and opinions in these cases suggests quite clearly — and predictably — that the desegregation issue in these two cities is beginning, not ending.

• Nor are the older desegregation cases in Boston, Detroit, Cleveland and Denver yet over, diminished media coverage notwithstanding. More accurately, the big-city cases of the North have reached the technical, dull — and crucial — stage at which the courts must decide whether the schools have desegregated sufficiently *and* effectively, and, in addition, how to measure for compliance. Given the inclusion of education-improvement objectives in the desegregation plans in these cities, the measuring of compliance is far more complicated than counting Black and White faces. Indeed, if the anti-busing rhetoric were precise, and these cases involved nothing more than racial balance, the courts' job of determining compliance in these cities would be much easier than in fact it is.

• Nor are minority groups altogether complacent about desegregation. The League of United Latin American Citizens has designated the desegregation of Hispanic students as its highest priority.* In Yonkers, N.Y., a potentially important suit over school and housing segregation is taking shape.

Those who believe that the schools are free of racial and cultural equity issues need only peruse the thumbnail summaries of local issues published by *Integrated Education*. The locations read like a road-map of America: Adams County, Mississippi; Philadelphia, Pennsylvania; Norfork, Virginia; Anchorage, Alaska. . . .

• Nor is Washington without some signs of renewed interest in school desegregation. Little noticed, a bill to re-enact Federal grants to desegregating school systems (the E.S.A.A. program) has been introduced in the Senate. The U.S. Commission on Civil Rights is threatening to subpeona Federal officials, including in the Department of Education, if the Commission is not provided certain data on enforcement of anti-discrimination laws. In the House, a subcommittee on civil and constitutional rights has gathered extensive testimony on school desegregation — and concluded that where efforts are made to make desegregation succeed, desegregation can be made to work, "thereby richly rewarding the community."

(School Desegregation: Report of the Subcommittee on Civil and Constitutional Rights of the Committee on the Judiciary House of Representatives, U.S. Government Printing Office, March 1982)

In the present situation, therefore, the schools are placed squarely in a dilemma. On one hand, the present political climate suggests that the safest course for the schools is to stand still — to move assertively on desegregation would be both unnecessary and risky. On the other hand, the racial realities both inside and outside the schools demand purposeful and effective action to assure that students get education that is both equitable and practical.

The truth is that the schools cannot avoid the matter of race, no matter what they do or don't do. To be sure, they can choose *how* to deal with race and culture — through student assignments to schools, through curriculum, through in-service training of teachers and principals, through counselling and guidance services, through extra-curricular activities, through multi-cultural education. The schools can even choose *not* to deal directly with race at all. But even then, when they do nothing, the schools nonetheless retain responsibility for results — specifically including the perceptions and attitudes on race and culture that their students acquire in part as a consequence of what their schools did *not* tell them, did *not* teach them, or did *not* allow them to experience. *I am suggesting this*: The assumption that the schools have a choice these days — to desegregate or not; to deal with racial issues or not — is misleading. Schools have no real choice, not in a world that is increasingly multi-racial, multi-cultural and mobile. The only choice the schools have is in the style and the method of their participation in the issue. And even the choice of no participation at all is a choice that produces results for which those school systems are ultimately responsible. In other words, whether schools choose to desegregate or to avoid it, they engage the issue of race — *and* they produce a set of results which flow from the chosen course of action.

Consider, for example, two hypothetical school districts, and the benefits and costs of their opposite choices on desegregation:

1) *A district with Black and White students, and some Hispanics as well, which has desegregated its schools to the best of its ability.* For this district, the benefits of desegregating are, at minimum:

—the fact that it has avoided costly litigation by desegregating voluntarily, or quickly has put court supervision behind it by following court orders competently and promptly;

—the detailed knowledge that it acquired — and otherwise would not possess — about the strengths and needs, capacities and incapacities, of its personnel and programs as a direct result of the intensive and comprehensive planning and needs assessments that had to be done to design and implement a desegregation plan;

—the new data and new program assessments, now produced regularly, all with a new race-related dimension, generated to measure the results of desegregation, but which also serve the broader purpose of increasing the district's capability to make informed decisions about spending money, setting priorities, deploying staff, and modifying programs.

—the new consciousness of the district's staff to the subtleties of race and education, the by-product of in-service training and the hands-on experience of working in desegregated schools.

For this district, the costs of desegregation surely include:

—the time, energy and political capital invested by the district's leaders in advocating change, especially change with a racial dimension and purpose, to a public perhaps more content with status quo;

—the continuing investment the district will have to make in policy monitoring and program assessment to assure genuine fairness and equity in

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operating programs and maintaining discipline in biracial, multi-cultural schools;

—the political costs of action to reshape programs, policies, practices and traditions that prove, upon review, to produce inequities for students, however subtle, however unintentional; and a commensurate political willingness to add programs, activities and special services where equity or common sense calls for them in schools with diverse student bodies, and thus diverse educational needs.

2. *A district with Black and White students, and Hispanics as well, which is largely segregated and decides to remain as such.* For this district, the benefits of this choice are these:

—In the present climate, it is likely that it will not be forced to desegregate, at least not overnight;

—No investment of district time, energy, money or political capital will be needed to develop a plan, explain and sell it to the public, and implement it;

—No district energy or funds will need to be expended in assessing current programs and practices, or in measuring the effects of desegregation as it unfolds.

What, however, are the costs of doing nothing? At least these:

—This district, for the short-term, will continue to produce graduates informally schooled in the value system of segregation and unexposed to the basic skills of coping with people of other races and cultures.

—In the long-term, when the nation's priorities again come to include desegregation, this district will have to confront its segregation, which by then will be even more deeply embedded and thus even more difficult to uproot.

—This district, for the indefinite future, likely will produce racially different results — if not in reading performance, in programs for the gifted; if not in college acceptances, in student suspensions. And rationalizing these racially different levels of performance will become increasingly difficult for this district as minority students increase in number and as their parents become increasingly aware that their children are not getting the education they need and expect.

Legal imperatives and moral principles aside, when desegregation is analyzed strictly as a matter of educational policy, there is no question in my mind that the school district which desegregates is wiser politically and more responsible educationally than the district that declines to act. It is not chic these days to favor desegregation. But the simple fact is that the alternative is socially and educationally dangerous.

Without desegregation, a very large number of Black, White, and Hispanic students would forever go to one-race schools. Even with current desegregation plans, one-third of all Black students, more than one-fourth of all Hispanic students, and nearly two-thirds of all White students go to one-race schools. Dismantle existing desegregation plans, and the number of one-race schools would mushroom. Only 19 years ago, 98 percent of Black students in the South were in all-Black schools, and almost all Whites attended all-White schools. That's where the killing of desegregation would take us: to permanent racial and cultural segregation in the schools.

Nor would the Federal government likely do much work of any consequence on other educational matters related to school equity if school desegregation were no longer to be pursued as an objective. Racial desegregation is the best-known equity objective the government has pursued in the schools, but it is far from the only one. The government also pursues equity on other school fronts — for female students, the poor, the job-oriented student, the non-English-speaking, the children of migrant workers, even the confidentiality of students' records. If the government were to tolerate segregated schools, in all likelihood the Federal role in promoting equity in other areas also would be reduced eventually. And the schools gradually would become less fair and less useful to all students.

Without desegregation, finally, there would be less spotlighting of big problems in big school systems. This phenomenon — the discovery and unearthing of systemic problems — has taken place in Boston, Cleveland and more than a few other cities. Busing gets blamed for having caused everything from enrollment decline to financial bankruptcy to watered-down instruction. But take busing out of the Clevelands and the Bostons, and these districts will still have their fiscal crises, dropouts, depressed reading scores, low attendance rates, and discipline problems. The causes were not and are not desegregation. Desegregation merely exposed old ills. And in these districts, the public exposure of old problems is the tough but necessary first step toward the finding of solutions.

What's wrong with school desegregation, in my view, is certainly not the objective. The objective is as politically valid and educationally wise today as in 1954. If children and youth of different races are left in racially separate schools, and given the reality of a dominant mind-set that White is better than Black, that the "American" culture is better than any minority culture — what's to preclude the inevitable teaching of inferiority attitudes to Black and Hispanic youth and the fostering of superiority attitudes in White youth? How could it be otherwise? Who would not agree that such attitudes are a form of social dynamite?

What's been wrong with school desegregation, and harmful to children, in more than a few places is not the goal but the way it's been done. Bad planning, insensitive preparation of affected students and teachers, sloppy execution of plans, poor timing, excessive politicking on the issue — all these tactics and flaws, and more, have impaired and undermined desegregation efforts, and results. Thus do some researchers conclude that desegregation has failed. Thus do more than a few politicians conclude that desegregation should be scrapped. Thus does the public come to perceive that their children might be better off without desegregation. And for failure

to distinguish between the goals of desegregation and the quality of its methods, the nation has become susceptible to the false belief that school desegregation was a bad idea.

As Meyer Weinberg, the school historian, has said, "When race ceases to be a signal for deprivation, the racial composition of schools [will lose] its significance." But "until racism recedes drastically, it is wise to continue pressing for desegregation."* In different words, school desegregation continues to be a wise objective not because it is popular, or cheap, or easy to accomplish, or never fails, but because it's better than the alternative. Someone once said much the same thing about democracy as compared to other forms of government.

*_School Desegregation_: Transcript of Hearings Before the Subcommittee on Civil and Constitutional Rights of the Committee of the Judiciary, House of Representatives, Ninety-Seventh Congress, First Session on School Desegregation, Fall 1981. Serial No. 26, p. 400.

NOTES AND QUOTES

In programs administered, approved or controlled by the Department of Education, every effort shall be made to prevent and to eliminate segregation of children and staff by reason of race or color.

Ohio State Board of Education
Resolution
Equal Educational Opportunities
June 12, 1978

Most black children in America attend predominantly minority schools that are intensely segregated. School segregation is most acute in our cities where the majority of black and Hispanic American children live and attend racially isolated public schools. These cities include several school districts with noticeable disparity in enrollment of minority-majority students. School districts often reflect segregated housing patterns. Thus, it is not uncommon for several large cities in this country to have inner city school districts that encompass large minority populations, surrounded by several districts that contain very few minorities. It is clear that much of the racial segregation that exists in these cities is the result of deliberate discrimination which violates the United States Constitution.

Arthur S. Flemming, Chairman
U.S. Commission Civil Rights

It should be a priority for each state legislature, state board of education, and chief state school officer to consider what methods can be employed to meet these equal opportunity/desegregation standards, to devise and implement strategies to overcome deficiencies, and, thereby, to assure the educational rights of all students.

Education Commission of the
States
Denver, Colorado
September, 1978

School districts across the country have demonstrated that desegregation can work and can have positive results for all. What is needed is a commitment to make desegregation work and to make equality of educational opportunity a reality for all students.

U.S. Commission on Civil Rights
With All Deliberate Speed:
1954-19??
November, 1982. Page 46.

Implementing Desegregation-Reducing Racial Isolation/State Action: Provide leadership to school districts on the means available to reduce racial isolation of students and school personnel and require districts to eliminate the effects of any past or present *de jure* segregation of students or school personnel.

The State Board of Education's
Mission for the 80's: A Blueprint
for Excellence

One final point, ever since there have been buses, white parents have been busing their children to where the best education was — as black children were bused only to inferior schools, away from whites. It was only when it looked as if the process might be reversed that the furor began.

Theodore M. Hesburgh
President of Notre Dame
University

School desegregation continues to be a wise objective not because it is popular, or cheap, or easy to accomplish, or never fails, but because it's better than the alternative. Someone once said much the same thing about democracy.

Dr. Leonard B. Stevens
Director, Office on School
Monitoring and Community
Relations, Cleveland, Ohio

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The activity which is the subject of this report was supported in whole or in part by a grant from the U.S. Department of Education and the Ohio Department of Education. However, the opinions expressed herein do not necessarily reflect the policy of the U.S. Department of Education or the Ohio Department of Education, and no official endorsement should be inferred.

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